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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART V. SOUTH WEST ASIA, NORTH AFRICA AND THE MIDDLE EAST

Section 10. Yemen

(submitted by the High Commissioner)

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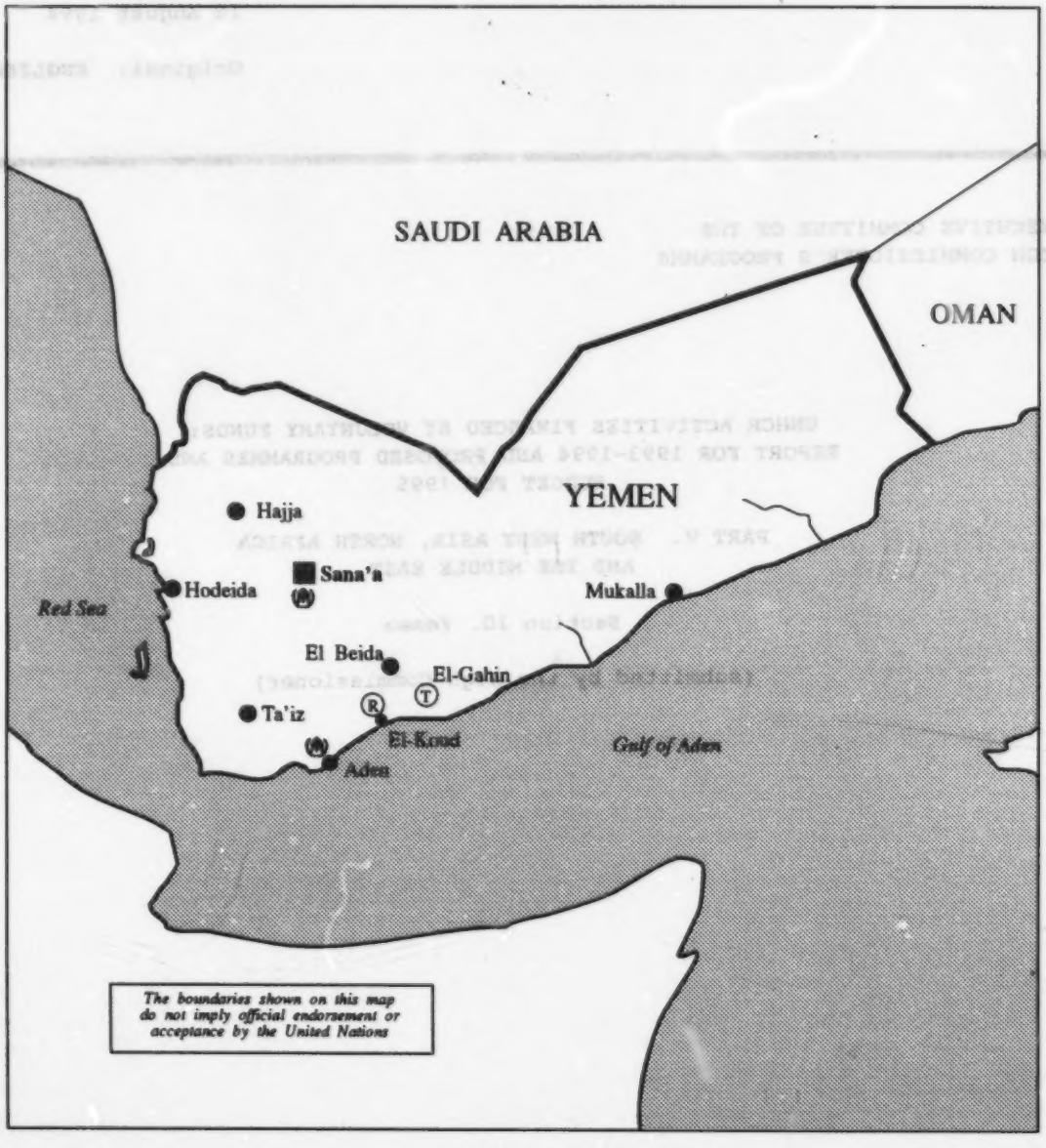
YEMEN



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V.10 YEMEN

Country Overview

Characteristics of the refugee population

1. At 31 December 1993, Yemen hosted approximately 53,750 refugees. Some 10,950 Somalis and 350 Ethiopians of Somali origin were registered at the Al Koud camp in Abyan governorate, located some 50 km east of Aden. Another group of 1,300 Somalis were accommodated in the Shihir and Sacar camps in Mukalla, in the Hadramoute governorate. UNHCR also assisted part of 1,000 refugees of various nationalities living in urban centres in Yemen. An estimated population of 40,150 Somalis of Yemeni origin living in Al Basatin, in the vicinity of Aden and in Mukalla, have now locally integrated.

2. The breakdown of the refugee population is as follows:

Country of Origin	Number 1/1/93	Number 31/12/93	Percent M F C*	Location	Type of Assistance
Somalia/ Ethiopia	23,590	11,300	33 29 38	Al Koud	care & maintenance repatriation
Somalia (Yemeni origin)	6,000	1,300		Shihir & Sacar	
Somalia (Yemeni origin)	30,000	40,150		Al Basatin (NA)	
Various	98(A)	1,000 (A + NA)		Urban centres	care & maintenance

A : Assisted ; NA : Non Assisted
* : Aged 0 - 15 years

3. The table reflects the fluidity in the movements of the refugee population in Yemen, as some have integrated locally, while others have moved to neighbouring countries. The non-assisted urban refugees may require assistance after a proper screening has been carried out. These refugee movements make precise registration very difficult.

4. Approximately 70 per cent of the Somali population living in the Al Koud camp were women and children. Of the Somali and Ethiopian children in Al Koud, 1,113 were under the age of 5 and 3,148 were between 5 and 15 years of age.

Major developments (1993 and first quarter 1994)

5. Following the transfer of the Somali and Ethiopian refugees to Al Koud camp in May 1993, an agreement was signed with CARE-Australia in September 1993, to implement the programme.

6. After the voluntary repatriation of 262 Ethiopians in 1993 with UNHCR assistance, a further group of 38 Ethiopians were repatriated in March 1994. The repatriated groups included civilians and former members of the Ethiopian armed forces.

7. Unresolved political disagreement in Yemen generated various security incidents in the second half of 1993, which culminated in an open military conflict between the opposing sides in early May 1994.

8. Following the eruption of hostilities, the Al Koud camp found itself located very close to the front-line and was caught in the crossfire. Initial indications are that some 20 refugees were killed and some 50 wounded. Many refugees fled the camp on their own and dispersed into neighbouring villages. In spite of many attempts, fighting prevented Aden-based UNHCR staff from reaching the camp. Eventually, on 14 May, a joint International Committee of the Red Cross (ICRC)-UNHCR team managed to reach Al Koud from Sana'a and the remaining population in the camp was evacuated on 24 May to four nearby villages in the vicinity of the town of Zinjibar. In early June, they were regrouped in a temporary safer area, some 20 km north of Shukra. Another group of some 3,000 Somali refugees, who were mostly registered in Al Koud camp, but who were actually in Aden when the hostilities started, were provided with assistance in Aden. Their planned relocation by sea to a safer area in Yemen or to a third country was thwarted by the security situation.

9. In view of the prevailing situation, the regular delivery of assistance has been disrupted and adjustments to the programme will have to be made in response to events as they develop.

Programme objectives and priorities

Somali refugees

10. In 1994, UNHCR planned to continue providing multi-sectoral assistance to the Somali refugees in Al Koud camp and food assistance to refugees in Al Mukalla camp, until conditions in their country of origin permitted their voluntary repatriation. As of 31 May 1994, the refugees had either left the camp or had been relocated from Al Koud. The short-term objective is therefore to provide relief assistance to the relocated refugees, until they can be settled more definitively. This objective will be pursued, while adjustments to the programme will be made to take account of the security situation.

Ethiopian refugees

11. UNHCR will continue repatriation assistance to Ethiopians, mainly ex-navy personnel who were formerly living in Al Hamily, Taiz and were subsequently transferred to Al Koud camp in 1993. Other Ethiopians include urban groups in Sana'a and Aden. This assistance programme will be completed at the end of 1994.

Urban caseload

12. Assistance will continue to be provided to the refugees living in the urban areas of Aden and Sana'a. As they have no regular means of income, their essential medical needs will be met by UNHCR through the reimbursement of expenses to the most needy of them. If the need arises, other forms of medical assistance may also be provided. Refugees who need short-term medical care that is not available locally will be evacuated temporarily to other countries in the region with appropriate medical facilities and brought back to Yemen upon completion of the treatment.

Resettlement

13. UNHCR will pursue in 1994 and 1995 the resettlement of refugees medically at risk. Priority for processing resettlement cases will be given to those cases that need urgent and long-term treatment abroad.

Programme delivery and administrative support costs

14. Staffing levels will be reviewed further at the end of 1994, following the involvement of CARE-Australia, which was entrusted with the implementation of the majority of the activities.

15. In view of the prevailing situation, UNHCR will provide additional equipment to reinforce the safety and security of the staff.

16. It is planned that the UNHCR Sub-office in Aden will conduct its own programme planning and budget preparation.

Arrangements for implementation/related inputs

Somali refugees

17. Since May 1993 UNHCR's implementing partner, CARE-Australia, undertook the provision of assistance to new arrivals in the transit camp at Madinat Al Shaab and the overall management of Al Koud camp, with timely and proper maintenance of all facilities in the camps. CARE-Australia, in coordination with UNHCR, also conducts needs assessments to determine the refugees requirements in the fields of water supply and food and non-food items. Registration of refugees remained the responsibility of the UNHCR Sub-Office in Aden.

18. Médecins Sans Frontières (MSF) is UNHCR's implementing partner for health care. MSF provides basic curative and preventive health services to the refugees in Al Koud refugee camp and to new arrivals, and is also responsible for the screening, treatment and immunization of these new arrivals in Yemen. MSF will in principle continue to be UNHCR's main implementing partner in the areas of health and nutrition in 1995.

19. The World Food Programme (WFP) in Yemen provides food assistance for the refugees in Al Koud camp in Abyan Governorate, as well as for the refugees in the Shihir and Sacar camps in Hadramout Governorate. In 1994, a total of 2,065 metric tons of basic food supplies valued at $ 752,000 is to be mobilized by WFP. Food

needs will, however, be reassessed in the light of changes occuring in the refugee situation.

20. UNHCR will implement the voluntary repatriation programme for Somali refugees directly.

Ethiopian refugees

21. The voluntary repatriation programme for Ethiopian refugees is also implemented directly by UNHCR. The Yemeni authorities provide the repatriants with exit visas and have exempted them from illegal residence fines. The Ethiopian Embassy in Sana'a delivers Ethiopian laissez-passers and entry visas to the repatriants.

Urban caseload

22. In 1993 and early 1994, the programme of assistance to urban refugees was directly implemented by UNHCR in Yemen. As the majority of the individual cases were approaching the Office for medical assistance, a new implementing partner, the International Cooperation for Development (ICD), which provides medical and nursing services in Sana'a, was identified in 1994. An agreement will be signed shortly with this new operational partner to implement the care and maintenance programme for these urban refugees in Sana'a.

General Programmes

(a) **Variations in planned activities in 1993**

Somali refugees

23. In May 1993, CARE-Australia took over programme implementation from the UNHCR Sub-Office Aden, as UNHCR's implementing partner. Works at Al Koud were completed, with the camp having been provided with an electricity network, prefabricated schools and additional sanitation facilities. Tasks entrusted to CARE-Australia included transport and distribution of assistance to the refugees, maintenance of water systems and operations, sanitation, and the overall management and services in the camp, as well as the maintenance of all major structures in the camp. The agency significantly relieved UNHCR from the direct operational role it had assumed since the emergency operation in 1992.

24. Only 91 Somali refugees signed up for voluntary repatriation to North-West Somalia in 1993, while some 500 have requested to repatriate to Merca and other parts of Somalia. The volatile situation in Somalia has thus far prevented their repatriation from taking place.

Ethiopian refugees

25. As at the end of June 1993, UNHCR phased out the assistance provided under the care and maintenance programme to the Ethiopian civilian and ex-navy refugees residing in Najid Quassim. Only assistance under voluntary repatriation was maintained.

(b) **1994 planned implementation**

Somali refugees

26. The 1994 programme includes the implementation of a multi-sectoral programme of assistance to Somali refugees in Al Koud camp in coordination with CARE-Australia.

27. In the first quarter of 1994, CARE-Australia provided logistics support and ensured management of the Al Koud camp, including implementation of assistance at the transit camp in Madinat Al Shaab. It monitored the distribution of food and non-food items and maintained the sanitation and water facilities, as well as the prefabricated structures in Al Koud camp. Refugee and non-refugee labour and the general management staff employed by CARE-Australia, assisted in the transport, loading and unloading of relief materials, and in the upkeep and maintenance of warehouses.

28. The existing camp of Madinat Al Shaab was retained as a transit camp, where newly arrived refugees and those who had been rounded up outside the camps could benefit from urgent assistance upon arrival, before being transferred to Al Koud camp.

29. UNHCR's implementing partner, MSF, provides basic curative and preventive health services to the refugees in the Abyan and Aden governorates and takes care of the medical needs of newly arrived refugees. Patients in need of surgical operations are referred to the local hospitals. UNHCR provided MSF with a number of basic and supplementary World Health Organization (WHO) medical kits.

30. Following a joint UNHCR/WFP food assessment mission in February 1994, WFP food assistance to refugees in Yemen was extended until the end of 1994 to provide food for up to 14,300 Somali refugees in Al Koud, Shihir and Sacar camps.

31. Since May 1994, the outbreak of hostilities disrupted the course of the 1994 planned implementation. Activities had therefore to be reoriented to provide relief assistance to the scattered population from Al Koud.

Ethiopian refugees

32. It is anticipated that some 100 Ethiopians refugees will be repatriated before the end of 1994.

Urban caseload

33. Up to 3,000 urban refugees of various origins will benefit from medical and health care services. ICD will implement the programme during the second half of 1994. A team comprising one doctor, one midwife and a nurse will enable refugees to benefit from medical examinations, dental consultations and pharmaceutical and laboratory services. Special medical services will be offered to 80 disabled refugees by way of provision and replacement of medical equipment.

(c) **1995 programme proposals**

Care and maintenance

34. In view of the relocation of the refugees in Al Koud to a temporary safe area and the interest expressed by them to repatriate voluntarily, the scope of the 1995 care and maintenance programme will depend on the rate of repatriation of the Somali refugees. At this stage, the initial 1995 proposals reflect a decrease in needs, which is based on the hypothesis that a significant number of persons will repatriate. The 1995 programme proposals are thus based on assumptions which cover the needs of refugees in the new temporary safe area, and concentrate on the provision of water, transport of food and various relief items, and the provision of other necessary services at the new location. In the event that a large number of the refugees may not have repatriated and have to return to Al Koud camp, assistance in 1995 will focus on re-establishing and reactivating the camp, which has been destroyed by the conflict. In the event of a large-scale voluntary repatriation to Somalia, the level of the 1995 care and maintenance programme could decrease significantly.

Voluntary repatriation

35. It is expected that by the end of 1994, the Ethiopian refugee caseload should have repatriated. Those remaining may seek local integration with the help of UNHCR, in which case the 1995 programme proposal may need to be revised to provide appropriate support for this caseload to be integrated locally.

36. The sectoral breakdown for the initial and revised 1994 and the proposed 1995 care and maintenance allocations are as follows (in US dollars):

Sector	Initial 1994	Revised 1994	Initial 1995
Food	0	4,000	2,800
Transport	265,000	362,260	362,260
Domestic needs	133,340	88,000	44,814
Water	60,000	107,000	107,000
Sanitation	60,000	49,000	49,000
Health	148,430	231,000	256,350
Shelter	28,000	67,768	68,354
Community services	12,570	28,280	24,680
Education	23,000	50,000	35,000
Income generation	25,000	40,000	28,000
Legal assistance	5,560	64,617	64,617
Agency op.support	193,000	183,275	210,825
Sub-Total	953,900	1,275,200	1,253,700
Project Personnel	1,082,200	0	0
Progr. Delivery	0	1,180,900	1,178,000
Grand Total	2,036,100	2,456,100	2,431,700

37. The initial 1994 allocation of $ 57,000 for assistance to urban refugees is included in the above breakdown, as are the revised allocations for 1994 and the initial 1995 allocation, both amounting to $ 87,000.

Special Programmes

Horn of Africa

(a) Variations in planned activities in 1993

38. An allocation under the emergency operations in the Horn of Africa was made available in 1993 for the repatriation of Somali refugees in Yemen. Although a number of Somali refugees had expressed their desire to repatriate, security conditions were still inadequate to allow for their return to their respective home areas in Somalia.

(b) 1994 planned implementation

39. An allocation has been maintained in 1994 with a view to covering the return of an estimated 2,000 refugees when conditions permit, essentially for transport and related costs. Food packages based on WFP standard rations for one month per family/individual consisting of oil, pulses and cereals will be provided for the repatriants.

40. Following the outbreak of hostilities in May 1994, Somali refugees expressed renewed interest to repatriate. A total of 427 Somali refugees in Aden and another 732 refugees accommodated in the temporary safe area located some 20 kilometers north of Shuqra have registered for voluntary repatriation to Berbera, in North-West Somalia. UNHCR, in cooperation with the International Organization for Migration (IOM) is prepared to organize their return to their country of origin as and when security conditions permit.

41. Given this recent interest in voluntary repatriation, UNHCR is actively examining ways to be able to repatriate interested Somali refugees as soon as is feasible. The timing is largely dependant on being able to resolve complex logistical problems both in Aden and Somalia. It is possible that approximately 5,000 to 8,000 persons may wish to repatriate voluntarily before the end of 1994. This operation will be financed under the Horn of Africa Special Programmes.

(c) 1995 programme proposals

42. It is expected that the remaining Somalis who may not have repatriated during the 1994 movements will be assisted to repatriate in 1995, in which case funds may be requested from the General Allocation for Voluntary Repatriation. Given the situation prevailing in Yemen, planning for voluntary repatriation in 1995 cannot be done at this stage. Those who do not wish to be repatriated will continue to be assisted by UNHCR under the 1995 care and maintenance programme.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

43. The total 1993 administrative expenditures were lower than expected because CARE-Australia assumed implementation of most of the assistance activities as of September 1993. UNHCR was therefore in a position to commence the gradual reduction of its staff in Yemen in 1993, with further reductions in 1994. A post of Driver in the Sub-Office in Aden was discontinued, effective 31 October 1993. Salary costs were therefore lower, whereas expenditure under common staff costs was higher than expected due to the budgeting of these costs at a flat rate and taking into account the evacuation of a staff member for security reasons. Under non-staff costs, and with the arrival of CARE-Australia, it was possible to reduce the number of local and regional missions, particularly from Sana'a to Aden for monitoring purposes. Expenditures under general operating expenses, office supplies and materials, including vehicle fuel, were also lower as CARE-Australia undertook regular monitoring trips to the camps. Savings were consequently also realized in the acquisition of vehicles, with the cancellation of the planned purchase of a vehicle for field trips.

(b) 1994 planned implementation

44. In terms of staffing levels, the planned discontinuation of the post of Field Officer in Sub-Office Aden was also advanced from 30 June 1994 to 31 January 1994.

45. Total revised 1994 administrative requirements have increased compared with the initial 1994 budget due to the extension of all remaining posts from 30 June 1994 until 31 December 1995. Furthermore, there was a 55 per cent increase in local salaries and allowances. The increase in common staff costs also takes into account the application of a higher rate for the budgeting of these costs to reflect actual costs. However, requirements under non-staff costs, particularly under local travel, general operating expenses, office supplies and materials have been reduced. Expected costs for the acquisition of equipment are higher, taking into account additional needs for replacement and upgrading of computer equipment for the Branch Office and Sub-Office. Under the newly introduced chapter for joint United Nations activities, UNHCR participates in cost-sharing for a dispensary for all staff in Sana'a.

46. In early May 1994, the conflict between the two opposing sides compelled UNHCR to evacuate all its international staff from Aden to Djibouti and most of its international staff from Sana'a to Amman. Only core staff were retained in Sana'a to ensure a UNHCR presence and coordinate the provision of relief supplies for the refugees in Aden and for those who were relocated from Al-Koud camp. Shortly afterwards, most of the international staff returned to their duty locations.

47. At the end of May 1994, the Sub-Office in Aden was damaged by close shelling, and is still not fully operational at this stage. The premises are only used occasionaly when the situation is safe. Meanwhile, UNHCR staff are operating from a hotel room.

48. The continuing events in Yemen, at the time of drafting this report, make administrative budget planning difficult and consequently requirements may change

and have to be reviewed on a regular basis in the course of the remaining half of 1994. UNHCR has already met, and will continue to meet, additional temporary staffing needs and provide equipment to reinforce the safety of the office and staff in Sana'a and Aden, particularly with additional telecommunication equipment, in order to establish urgent and dependable communication lines.

(c) **1995 programme proposals**

49. The initial 1995 estimates have been established on the assumption that the situation in Yemen will stabilize, after which UNHCR would be in a position to resume normal activities.

50. On this assumption, it is expected that the 1995 initial estimate will remain largely at the revised 1994 level. Salaries and common staff costs remain much the same. Non-staff costs in terms of travel on official business are higher and general operating expenses are expected to be maintained at a high level, with the anticipated resumption of normal activities and the planned decentralization for programme formulation and programme management from Sana'a to Aden. Provision has also been made in the initial 1995 estimate for the purchase of new furniture, computer equipment and one vehicle. Under joint United Nations activities, the cost-sharing of the dispensary in Sana'a will be maintained.

UNHCR EXPENDITURE IN YEMEN

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
3,016.2	953.9	1,275.2	CARE AND MAINTENANCE	1,253.7
91.8	125.2	30.0	VOLUNTARY REPATRIATION	–
1.5 a/	1,082.2	–	LOCAL SETTLEMENT	–
15.3 a/	–	–	RESETTLEMENT	–
–	–	1,180.9	PROGRAMME DELIVERY See Annexes I a and II a	1,178.0
3,124.8	2,161.3	2,486.1	SUB-TOTAL OPERATIONS	2,431.7
–	–	107.1	ADMINISTRATIVE SUPPORT See Annexes I b and II b	97.7
3,124.8	2,161.3	2,593.2	TOTAL (1)	2,529.4
SPECIAL PROGRAMMES (2)				
86.6	–	–	OTHER TRUST FUNDS Various assistance	–
–	–	290.0	HORN OF AFRICA	–
7.5	–	–	ADMINISTRATIVE SUPPORT Junior Professional Officer	–
94.1	0.0	290.0	TOTAL (2)	0.0
3,218.9	2,161.3	2,883.2	GRAND TOTAL (1+2)	2,529.4

a/ obligation incurred against Overall Allocation